

NUMBER 3, 1955

COMMUNITY PLANNING NEWS

MONTREAL CONFERENCE ISSUE



Spartan Air Services Limited.

The annual Meetings of the American Society of Planning Officials and the Community Planning Association of Canada will be held at the Sheraton Mount Royal Hotel in Montreal, September 25-29. Hotel reservation forms have already been sent

to members of both societies and preliminary programs will be sent in July. In the interest of more habitable communities and happier taxpayers, plan to attend these meetings and urge your town councillors and town officials to do likewise.

COMMUNITY PLANNING ASSOCIATION OF CANADA, OTTAWA

Welcome to ASPO

St. John's, Newfoundland,
June 1, 1955

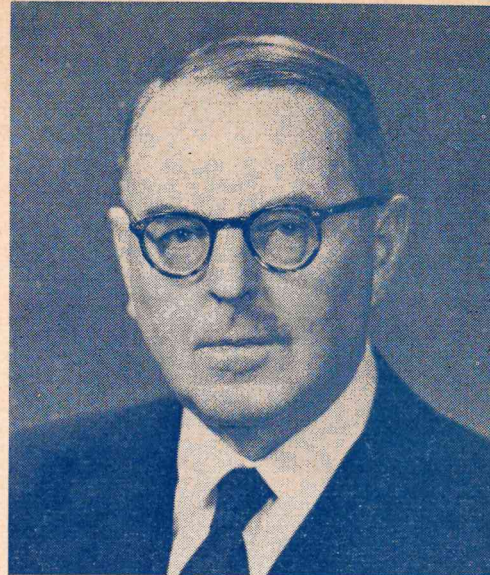
To the Officers and Members of the American Society
of Planning Officials:

At the end of September, in Montreal, we shall be meeting you *en masse* for the first time: a body whose place in the American scene is very like ours in the Canadian. It is a happy event that you should have elected to meet in Canada; it marks the fact that planning is planning wherever we find it and need know no boundaries. This issue of our NEWS goes to you in order that you may know a little more about the Canadian body you are coming to meet. So, members of CPAC who will also receive this, I shall proceed to set forth some things which you know already; I address myself primarily to the members of ASPO.

The Community Planning Association of Canada was born in 1946 and was in a sense a child of the Dominion-Provincial Conference on Reconstruction, summoned by the Government of Canada in 1945. The first National Housing Act had recently been passed, and community planning was clearly involved. The Federal Government indicated its willingness to support the establishment of a community planning institute or some similar body. As a consequence, a conference was held in Ottawa attended by representatives of various interests: architects, engineers, contractors, municipal officials, building trade unions, welfare workers, provincial government planning officials, and interested federal government agencies. It was recalled that professionals engaged in town planning had for some years maintained the Town Planning Institute of Canada. Those present at the meeting in 1946 took the initiative in establishing a new body, intended primarily to facilitate study and action by interested non-specialists, and this new body was incorporated in the same year under the name of the Community Planning Association of Canada (CPAC). And if you hear at any time of an organization called, in modern alphabet-soup style, the ACU, that is the *Association Canadienne d'Urbanisme*, the CPAC in the language of our French province.

The object of the CPAC (ACU) was and is: "*To foster public understanding of, and participation in, Community Planning in Canada.*"

I do not know the exact complexion of the membership of ASPO; but I fancy ours is not at all unlike yours. We have our professionals, architects, town planners, and city, town and provincial officials; but our membership list shows a majority of those citizens who have neither official nor professional status, but are just interested citizens. And the measure of our success must always be the degree to which we can attract the local leaders of Canada into the category of interested citizens. It is not too easy. There is



Sir Brian Dunfield

Judge in the Supreme Court of Newfoundland; Chairman, St. John's, Nfld. Town Planning Commission; late Chairman, St. John's Housing Corporation; National President, CPAC, 1953-54, 1954-55.

always: "This is a technical matter which we do not understand." — "The authorities will look after it." — "... leave it to George." But we hope as time goes on to surmount this barrier; indeed we must. For, as has been well said, planning must be an elastic process arising out of the interplay of the professional planners, the planning Commissions, the local governments and the citizen body at large. And in the last resort you cannot go much faster than public opinion.

Our function in the CPAC (ACU) is a dual one: First, to try to get all our governments on the Provincial and Municipal levels to make proper provisions for planning, and especially provision of professional help; and second, to try to mobilize public opinion in favour of these courses.

Well, Rome was not built in a day; but we feel that we are making headway.

We are a self-governing organization; our Council consists at present of two elected Councillors from each of the ten Provincial Divisions, together with one nominated by the great governmental housing body, the Central Mortgage and Housing Corporation. We get together as often as we can, considering the vast area of our country and the cost of travel; and a small executive fills in between meetings. We work closely with the all-Canadian Federation of Mayors and Municipalities whose annual convention is a feature of the Canadian year; and with the Town Planning Institute of Canada, the

society of the professional planners, whose numbers, we pray, may yet be multiplied by ten, and will be, if we can create the demand.

We publish a COMMUNITY PLANNING REVIEW which some of you will have seen. It has been well spoken of in its time. A distinguished American lady in our trade once said she thought it the best of its kind. Our hat size increased at once. We hope to retain her regard; and we hope also that some members of ASPO may be moved to subscribe to it; for in this business we all have ideas to offer to each other, and we all have similar problems, though yours are often larger than ours, since you have so many major cities compared to our half-dozen. We publish also six or eight times a year a COMMUNITY PLANNING NEWS, a copy of which you are now reading. Both go to members for their subscriptions; but also to a wider public. This publication is not unlike one of your own. We are glad that you are all seeing an issue. We want you to know more about Canada.

So now, when we welcome you to Montreal, you will at least know the bare essentials about us; and

after the joint Conference we shall know more about you. We feel that this international conference is a demonstration of solidarity in the planning world which cannot fail to give us all a boost. The struggle against social inertia and old habit is long and arduous and the rewards not always apparent; and a boost helps us all on our way.

May I end with a quotation appropriate to our common task. The words, written over thirty years ago, are those of our late Prime Minister, the Rt. Hon. W. L. Mackenzie King:

"Wide and costly experience has made it increasingly apparent that the living problem in cities cannot be left to the fortuitous outcome of unrelated and unregulated individual interest, and the continuous conflict of public and private interest. Its solution is possible only through intelligent community action."

Brian Dunfield
National President, C.P.A.C.

Many Canadian communities from Newfoundland to British Columbia have been directly assisted by Professor Spence-Sales in the preparation of their plans and in the development of their planning organization. His influence on Canadian planning is felt also through the many professional planners trained in McGill University's planning course of which he is chairman.

PORTENTS OF THE ASPO-CPAC MEETINGS

by H. Spence-Sales

It is now a decade since the end of the war in Europe, and the beginning of an era of determination to better our physical environment. Ten years ago Canada was confronted by the prospect of vast urban growth. Every financial, administrative and technical expedient that we have been capable of inventing has been employed. The effort has been prodigious and the results remarkable. The acres of urbanised land in Canada have trebled in ten years — today a crude satisfaction of the most pressing needs has been achieved.

Quantitatively much has been attained. Qualitatively little has been realised. The phase that we are about to enter is the struggle to effect the transition from quantitative to qualitative achievements. And in the struggle ahead the critical factors will be the creative deployment of constitutional powers and the vigorous pursuit of the just, the beautiful and the best in our surroundings.

Our attitudes in the realm of planning in 1945 were weak and hesitant. The concepts current at that time

had been fashioned upon outmoded borrowings from England and the United States. In the years that have followed the struggle has involved changes in the legal, administrative and technical methods to which we were accustomed. The haste that we were in and the inertia that confronted us rendered creative effort almost impossible, and made us content for the most part to adopt from other countries fragments of law, oddments of administrative subterfuge, and morsels of technical trickery! In the urgency to cope with circumstance, achievement lay in a spate of oddities—some of small consequence, and others that may impair the very spirit of the next venture.

The quest for quality that confronts Canada entails grappling with the means and ways of planning so as to find expression for a comely way of Canadian life. And the Canadian way of life embodies diversities — the diversities that are inherent in a federated state composed of peoples with profoundly different traditions and aspirations.

By the means to plan is meant the statutory powers

upon which planning functions are based. In Canada such powers are created directly and solely by the provinces of Canada, and they may be moulded as circumstances dictate. Precedent does not necessarily thwart the evolution of planning ideals. Unlike the United States of America, no pools of local home rule exist in Canada that impose inflexibility and that engender a cult of circumvention and overelaboration. In borrowing from American statutes and procedures that often owe their existence to constitutional complexities not found in this country, there is the likelihood of endangering the fundamental flexibility that planning powers can enjoy in Canada. The adoption of English practices on the other hand is inclined to extend the scope of planning powers beyond their existing capabilities. At present planning powers are purely permissive and regulatory, blended from the "Hoover Act" of the United States, and the Town and Country Planning Act of 1932 of England. The chasm is deep between the present scope of planning powers and concepts based on contentions that the public control of the use and value of land is essential to freedom from the restrictions of permissive and regulatory planning.

In the quest for quality, the bridging of this gulf will be necessary. But the incentive must be to find expression for Canadian ways of doing so. The time is ripe for the creative deployment of planning powers to this end.

By ways of planning is meant design. In the last decade an impersonal imprint appears to have been stamped on most development that has taken place.

Little has emerged that is characteristic of Canada or that can be differentiated as belonging to one part of the country as distinct from another. From the Atlantic to the Pacific uniformity has predominated—any entity that existed has been almost effaced. The stress and urgency in urban growth has been confounding and has necessitated too ready an adoption of ways to which we had been long accustomed but which were much outdated. Moreover, the pressing need to provide mere shelter in answer to an almost overwhelming housing shortage in 1945 gave little chance for much more than a purely statistical and financial attitude towards the provision of dwellings.

Expediency has resulted in the neglect of social problems, indifference to the appearance of environment and carelessness in modes of construction. The span is great between the mediocrity of prevailing development and the aspirations to which Canadians are entitled. In the quest for quality in our environment, the expedient, the universally safe and sure must be forsaken for a bold and dashing determination to seek beauty and distinction, and to achieve diversity. Consciousness of the deficiencies in our achievements is now apparent and a feeling is about that Canada must now venture into the difficult phase in its development of substituting qualitative for quantitative achievements. It is this spirit that can be expected to be voiced by the Canadians at the Conference in September. The portents for the meeting of the two countries are good. A spirit to achieve the just, the beautiful and the best is afoot!

Preliminary Program MONTREAL MEETINGS

Can Metropolitan Government Work?

Is Zoning Wagging the Dog?

Urban Renewal

Planning in Small Towns

Planning Commissioners' Session

A Forum on Planning Education

(for students and recent graduates
of U.S., British and Canadian Plan-
ning Schools)

The Churches in Community Planning

Traffic and Mass Transit Problems

A Subdivision Round Table

Suburban Development Problems

**Regional Planning in the St. Lawrence
Seaway Area**

The Visual Design of Cities

Planning for Tomorrow's World

More details will be mailed to members early in July. For further information, write to American Society of Planning Officials, 1313 East Sixtieth Street, Chicago 37, Illinois, or Community Planning Association of Canada, 77 MacLaren Street, Ottawa 4, Ontario.

Hotel Reservations

If you have not received hotel reservation forms for the September 25-29 meetings of ASPO and CPAC, write to

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or

Community Planning Association of Canada
77 MacLaren Street, Ottawa 4, Ontario
Preliminary programs will be sent to members early
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CANADA'S PLANNING MAGAZINES

Ordinarily our NEWS (six issues per year) is the medium for an interchange of current information about developments in planning throughout Canada. The current news is crowded out of this special issue to leave space for the articles.

Our more elegant illustrated magazine is the Community Planning Review, a quarterly, now in its fifth year of publication.

Subscription to both these magazines is included with membership at only \$3.00 per year.

Community Planning Association of Canada
77 MacLaren Street, Ottawa 4

To extend our series of writings on the roles of the several professions in community planning, we asked an engineer-planner to write this article on the role of the engineer. Mr. Wilson is a graduate in civil engineering from Glasgow University and the Massachusetts Institute of Technology and in city and regional planning from the University of North Carolina. He spent some time with the Tennessee Valley Authority studying its program and methods. Mr. Wilson is now Executive Director of the Lower Mainland Regional Planning Board of British Columbia.

COMMUNITY PLANNING AND THE ENGINEER

by James W. Wilson

At the risk of entering into competition with Gertrude Stein's insistent rose, it may be postulated that a planner is a planner, in the sense that he is not merely an engineer, architect or whatnot who got sidetracked in a moment of social enthusiasm. He is a specialist versed in the history, structure and development of communities as living organisms and trained to diagnose and prescribe for their harmonious development. But especially in his diagnostic and prescriptive roles, he leans heavily on, and yet can partake only selectively of many other specialized fields of knowledge. In that respect he is a paradox, a specialist whose expertise consists both of knowing more and more about less and less, and of knowing less and less about more and more.

Consider how, in the course of his daily round, the planner, like the busy bee, slips from one disciplinary flower to another. He sponges shamelessly on the economist, the demographer (*né* sociologist), the geographer, the engineer, the education administrator, the health officer, the architect, and many others. His own unique task is to bring to all these contributions the integrating influence of his specialized training and experience, welding them into plans and policy proposals. In this task he acts as a synthesist rather than merely a coordinator.

What does the engineer-would-be-planner bring to this process? He brings a mind trained in scientific method; familiarity with mathematical processes which enables him to use statistical tools; a predisposition to those municipal engineering fields, such as streets, traffic and utilities, which are the municipality's own greatest contribution to the development of the community; a deep concern with cost as a basic consideration; and an expectant urge to obtain practical results from his labours. If it is admissible that the planner should already have specialized in a closely related field — to which his thinking is liable to be slanted and his judgment biased — these attributes surely justify the engineer in seeking to become a planner, although they do not in themselves make him one.

In planning, the engineer-convert will find himself in a very different world from that of engineering with its precision, its logic and its emotionlessness. In engineering he was accustomed to overcome natural forces by the deployment of physical materials under his own authority. The forces were largely predictable and the materials subject to control and manipulation. In planning, on the other hand, he works in a jungle of social forces, never completely predictable, which he seldom has sufficient means to investigate and measure as he would like. At the same time the validity of his prescriptions is constantly under fire by the wielders of the same forces, who are, in fact, his collective boss. He finds too that whereas the services of the engineer are usually sought when it is desired to *do* something, in planning the connection between plan and action is often tenuous.

These disturbing circumstances first require the engineer to add a new dimension to his thinking and values — the social dimension. His first concern must always be people and he must think of them in terms of the habits, needs and aspirations which he is to provide for in physical terms. In particular he must resist the temptation to think of them primarily in terms of cars, housing units, average families and other convenient but treacherous units. For the engineer accustomed to the relatively predictable behaviour of physical things and the comforting logic of rational processes, this is not an easy task. If he finds it so, perhaps he is not really tackling it. But tackle it he must, for otherwise he is merely a technician playing with convenient abstractions in place of realities.

Second, and by the same token, while his apparent end results are plans, programs and recommendations dealing with land, buildings, transportation facilities and money, he must always be conscious that these are merely means and not ends. If his concern stops at that point, again he is no more than a technician, preoccupied with the functioning rather than the function of a complex machine. While it would be both presumptuous and dangerous for him to consider himself the designer, *ad hoc*, of a new social order,

he must be conscious that his designs and prescriptions help to mould the environment in which thousands of sensitive people live, and that that environment in some degree moulds them.

The temptation for the engineer, perhaps more than others, to take for granted the social efficacy of physical provisions is very strong, and he needs an equally strong scepticism and enquiring anxiety to keep his feet on social ground. Slum clearance and public housing afford an example. Superficially it might appear that the problem is merely that of providing, like Aladdin's genie, new houses for old, embodying space, light and sanitation to acceptable standards. Site and construction economies seem to dictate multi-storey blocks, and within them the appropriate standards are observed. But recent studies indicate that factors such as the number of storeys, the location of children's play spaces and the total size of the project — to mention only factors relating to physical design — can have serious effects on the individual inhabitants, their families and their community relationships. That is, minimum room sizes, maximum lot coverages, modern plumbing and structural soundness are merely the raw materials of design, and a design which is socially satisfactory can be created only by one who knows the social effects of technical solutions and preferably also something about other relevant conditions, such as administrative policies. In face of such grave dangers, the planner does well to remember a sentence of Albert Einstein: "The concern for man and his destiny must always be the chief interest of all technical effort."

Third, he must be prepared to review and reevaluate his own role. As an engineer he gave authoritative advice on a take-it-or-leave-it basis, which probably finished at that point without question or compromise. The task had been clearly specified with a fairly definite and immediate objective in view, and the roles of client and engineer were clearly defined and understood. In planning, on the other hand, he must first collaborate with a number of experts whose interests and viewpoints he must assess, reconcile and synthesize and who know more about their subjects than he. His advice, once given, is subject to scrutiny and uninhibited comment by all and sundry, including many whose vital interests are touched and whose arguments and protests are understandably motivated by self-interest rather than objectivity. And finally judgment is passed by a jury possessed of the most bizarre qualifications for the task, whose dictum may be acceptance, rejection, arbitrary compromise, or any variable combination of these which emotional or political stress may dictate.

This change of role from oracle to bull-in-the-arena demands the development by the planner of a sort of personal civil defence system, which can only be sustained by the strongest possible devotion to the ideal of public service. Cynicism apart, this new environment confronts the transplanted engineer with a

formidable problem of adaptation. He will overcome it satisfactorily only if he makes and accepts a revaluation of his own role, seeing himself as only one part, albeit an important one, of the complex machinery of local government.

A successful adjustment of this kind will necessitate some understanding of the whole structure of government, especially municipal and provincial, and of legislative and administrative processes. To the engineer, the structure of government may seem too complex, disjointed and rigid; the whole process which creaks its way from an expressed social need to effective legislation, too cumbersome and subject to political influence; and the workings of the administrative machinery too inflexible and introverted. But they are the environment in which he must work and from which he must draw many of his resources, and he must come to terms with them, trying as they may be.

Incidentally, if it were possible to find out why engineers preferred their own profession to planning, assuming they knew the working conditions of both, perhaps the following reasons would emerge: (1) engineering more lucrative; (2) achievements more tangible; (3) less uncertainty about both goals and methods; (4) purely rational processes and factors involved; (5) no "politics" involved; (6) little personal criticism by public. On the other hand reasons given by planners having the opposite preference would probably include: (1) planning is a very direct form of public service satisfying to those with social ideals; (2) involves many more fields of knowledge; more interesting; (3) not subject to the narrow "formula" approach; (4) involves people and human problems.

It is obvious that the task facing the engineer with planning aspirations is not so much one of training in planning concepts, principles and techniques, essential as they are, as of re-orientation. His old physical ends must become merely means to social ends; he must learn to distrust his old gods, the mathematical approach and quantitative standards; he must accept for himself a less authoritative and individualistic status; he must reconcile himself to working in an atmosphere where human emotions must be allowed for; and he must acquire some understanding of and patience with the slow-moving workings of local government and administration. To achieve this re-orientation he will probably turn to studies in sociology, political science, public administration and other social sciences.

Perhaps it is unfair even to speculate in general terms, but it may be doubted whether *many* men already steeped in engineering methods and viewpoints will find it easy to make such a fundamental change of values and objectives. But those who do should make a very valuable contribution to planning

practice and one great opportunity which lies wide open to the engineer should be noted. Most smaller communities employ an engineer, where a planner as such may be out of the question. Here the problems of planning should not be so complex that the engineer who has had some planning training cannot to a large extent act as planner. This would be especially possible if basic studies and preparations were undertaken by planning consultants, the engineer participating. The opportunity for greatly expanded

service so often presented in this way surely cries for at least the introduction of municipal engineering students to planning principles and methods.

The profession of a civil engineer has been defined as "the art of directing the forces of nature for the use and convenience of Man". If it is not stretching this definition to include the forces at work in the development of communities, here is another field of endeavour and service which challenges the ingenuity, determination and idealism of the engineer.

Mr. Gertler is Director of Planning for the Edmonton District Planning Commission. A native of Montreal, he bears the imprint of the planning course at McGill. His economics degree at Toronto was earned in a study of the economics of redevelopment, summarized in the COMMUNITY PLANNING REVIEW, Volume 1 (February-May) 1951.

THE SCOPE OF REGIONAL PLANNING IN THE EDMONTON PLANNING DISTRICT

by L. Gertler

The aim of the regional plan, as we conceive it in the Edmonton district, is twofold, namely to provide a framework within which the growth potential of the area can be accommodated with the greatest economy and felicity, and to make the over-all land-use plan an instrument of conservation.

In the Edmonton region, as in all city-centred regions, population growth is from the urban centre outwards, and has its roots in the expansion of business — retail, wholesale and governmental. The challenge to the regional planner is to control the urban flood, to the satisfaction of both the rural and urban citizen.

Without adherence to certain clearly-defined principles of growth, planning is at best fragmentary, without direction, and leaves the all-important element of scale or size out of control. In the Edmonton planning district, an area of some 4,000 square miles embracing fourteen municipalities, the course is charted by six closely inter-related, inter-dependent elements, namely: (1) the determination of optimum limits for metropolitan growth; (2) a greenbelt which defines and implements that optimum; (3) stimulation of development in existing district towns or in new towns; (4) a unifying network of all-weather roads; (5) the maintenance of limited access on highways; (6) and the orderly and economic location and design of smallholding subdivision and development.

The plan for smallholding development illustrates the method, purpose and spirit of the regional approach. Conceived by a committee composed of farmers, representing rural municipalities, and the Assistant Deputy Minister of Agriculture — it is founded upon an understanding of the relationship between soil, land-use, subdivision and municipal finance. A basic research datum shows an increasing deficit for school purposes as land becomes more intensively subdivided. The deficit, that is, the cost for schooling the children in the subdivision over and above the real property revenue derived therefrom, increases seven-fold as the minimum parcel decreases from three acres to one-half acre. For this reason a lower limit to density is established by setting a minimum parcel size of three acres, which, in turn, is based upon the amount of land required for the typical balanced home-use smallholding, growing vegetables and small fruits, and keeping a few hens, a milk cow and perhaps two or three weanling pigs—or for the use of the smallholding as a source of supplementary income.

Here local and national interests merge. The Veterans' Land Administration will not extend loans on a smallholding parcel containing less than 2.8 acres of arable land, because they conceive the smallholding as a cushion against depression. By the same token, the municipality is interested in the mitigation of

relief costs. And so, soil becomes a matter of paramount importance. If a man is located on a few acres of rough, sloughy land he is not going to be able to cultivate very much when he needs it. The report, therefore, classifies the land in terms of productivity, on the basis of the Alberta Soil Survey, and indicates where the main types of smallholding — cultivating, livestock, fur farming — can be carried on with the greatest effectiveness. Thus the soil survey becomes the basis of the land-use plan.

The second basic aim of the regional plan — conservation — brings us into the field of rural land-use planning, not planning for urban uses in the country, to which the misnomer “rural zoning” is often applied, but planning for land as a production resource. The main instrument for rural land-use planning in the agricultural sense is the local Service Board, established under the authority of the Agricultural Service Board Act, which amongst other duties lists the following:

“To advise with respect to the organizing of weed control and soil and water conservation programs; to advise with respect to and assist in proper land utilization with a view to improving the economic welfare of the farmer.”

This is an objective which dovetails with our regional planning work. The Service Board and the provincial agricultural agencies have over the years built up a vast store of knowledge and information which is used primarily to assist the individual farmer. In our work we are attempting to generalize this data in the form of studies of land-use, crops, topography, soil, problem areas such as erosion, etc., with the aim of ultimately producing an optimum land-use plan or guide, which will assist the farming community. “Optimum” is used here in a conservation sense in the conviction that, market aberrations notwithstanding, there must be for a given soil a predominant pattern of use which is most consistent with the preservation of its long-term productivity. The regional plan stands on the shoulders of the Soil Survey, the Service Board and the District Agricul-

turist, but does not merely duplicate their work. The comprehensive approach, and the relating of all the rural land-use elements is the unique contribution for which we strive.

But it should not be thought for a moment that the rural land-use plan can be implemented in the same manner as the zoning by-law of a city. None of the rigidities, which are possible and even necessary in urban areas where land is used as space, can be insisted upon where land is used for agricultural production. In the country, land uses, even within the limits set by conservation considerations, are inherently multiple. The human factor looms large and dictates a more flexible, and gradualist approach.

We regard our two basic regional planning aims as related parts of a single system. The rural land-use plan which will express the optimum use of land for agricultural and other non-urban purposes, is potentially a defense against over-zoning for housing or industry, against speculative subdivision and urban invasion in general. If the use of the land is determined, then in competition for land on the fringe, the urban developer or local authority will have to establish a claim to priority and will not move unchecked into undifferentiated open space. Thus all parts of the regional plan — optimum metropolitan growth, green-belt development of district towns, the highway network, and the rural land-use plan — are closely inter-related and failure in the attainment of one objective will shake the whole structure.

In recent months, the hearings of the Royal Commission on Metropolitan Development have stimulated discussion of the administrative ways and means of achieving our regional program. The district planning body itself has reexamined its constitution and has proposed a regional planning authority, which, in its membership and powers, expresses the idea that a proper balance between the urban and rural interest in the land can be achieved only by a representative town-country institution — and not by the granting of extra-territorial planning powers to the central city.

OPENING FOR TOWN PLANNER

**British Columbia Civil Service
Regional Planning Division
Department of Municipal Affairs**

Salary: \$315 rising to \$375. **Duties:** Under supervision to discuss, survey and report on aspects of community planning and regulated areas; related duties as required. **Qualifications:** Should have University Graduation, preferably in Civil Engineering with an approved course in town planning; some experience in practical zoning; draughting ability. Applicants must be British Subjects;

preference given to Ex-Service men.

Application forms obtainable from the Personnel Officer, Civil Service Commission, 411 Dunsmuir, Vancouver, or Civil Service Commission, Parliament Buildings, 544 Michigan Street, Victoria, to be returned to the Chairman, Civil Service Commission, Parliament Buildings, 544 Michigan Street, Victoria.

RURAL PLANNING IN NEW BRUNSWICK

by Edwin G. Allen
Director of Planning Branch
Department of Municipal Affairs
New Brunswick

Another great step forward in planning was made at the 1955 session of the New Brunswick Legislature when Section 39A was added to the present Town Planning Act.

This new section reads as follows:

- (1) The Board, subject to the approval of the Lieutenant-Governor in Council, may make minimum regulations which may be adopted by a county council pursuant to subsection (2), in respect of the following:
 - (a) building lines for buildings and structures;
 - (b) the design, location and construction of service stations and refreshment booths;
 - (c) the site, layout and equipment of tourist camps;
 - (d) lot occupancy;
 - (e) the size of buildings lots;
 - (f) the height and floor space of buildings;
 - (g) private sewerage;
 - (h) the exterior finish of buildings;
 - (i) chimneys and flues;
 - (j) parking facilities;
 - (k) the excavation and removal of sand, gravel, clay, shale, or other deposits;
 - (l) billboards, posters and other advertising signs;
 - (m) the removal of dilapidated or unsightly buildings and structures;
 - (n) objectable uses;
 - (o) subdivision of land; and
 - (p) building permits.
- (2) Subject to subsection (3), a county council may, by by-law, declare any of the regulations made by the Board under subsection (1) in effect in any area in the county not under the jurisdiction of a local authority which has adopted a zoning by-law.
- (3) A county council may not declare any of the regulations made by the Board under subsection (1) in effect in any city, town or incorporated village.
- (4) For the purpose of enforcing the provisions of a by-law made under subsection (2), a county council is hereby given the same powers as contained in Section 110 of the Counties Act.

In this Section (39A) the term "Board" means the Provincial Planning Board, a body consisting of not less than six nor more than twelve members appointed by the Lieutenant-Governor in Council.

Section 39A (4) gives to the county council the same powers as contained in Section 110 of the Counties Act.

We might add, for the benefit of those who are not familiar with our Counties Act, that this particular section (110) gives to the council the authority to impose, by by-law, rule or regulations, fines and penalties for a breach or non-observance of any by-law, rule or regulation of the council as it may deem necessary or expedient.

Section 39A was added to the Town Planning Act as the result of a resolution passed by the New Brunswick Union of Municipalities in October, 1954. This resolution requested that the Provincial Planning Board make minimum regulations covering the items mentioned in Section 39A (1), which regulations the county councils might adopt and enforce. Areas which adopt regulations made under this Section of the act will not have planning commissions; the Provincial Planning Board will, in effect, act as the commission. The municipalities feel that since this type of planning would be adopted for extremely large areas, it would be most difficult to have an efficient planning commission representative of so great an area. At this time it would seem that any regulations made by the Board would be adopted and enforced for strips of land twenty to fifty miles in length along our main highways.

It should be emphasized very strongly that Section 39A will in no way interfere with the adoption of planning in a local improvement district. If, for example, a fairly densely populated community in an area which has been put under planning by the county council (Section 39A), wishes to carry out local planning under Parts I, II, and III of the Town Planning Act, this community may still do so by the adoption of the service of town planning and the appointment of a town planning commission of from three to fifteen members representative of the community concerned. If this is done, the regulations of the Provincial Planning Board would no longer apply after the by-law adopting such regulations for this community had been rescinded by the council for the county in which such community is located. Doubtlessly, planning carried out on the regional or local basis with a town planning commission will be more effective and better suited to the needs of the individual community or region. However, on the other hand, several areas, which in the past have failed to adopt the service of planning, can now be brought under planning by the council of the county in which these areas are located.

It is the intention of the Planning Branch to bring this new section of the act to the attention of the Provincial Planning Board at its next meeting. It is hoped that the Board will not delay in beginning to give consideration to the drafting of regulations, the authority for which is now given in Section 39A of the Town Planning Act.

AVAILABLE FOR EMPLOYMENT

"Two British town and country planners, with full British training and qualifications and several years of recent practical experience in town and country planning in England, and additional recent experience in Canada, seek suitable employment in government or municipal service or with private firms. More particulars will be sent on request. If interested, please write to Box A, Community Planning Association, 77 MacLaren Street, Ottawa 4, Ontario."

What Does a Planner Do?

Read the June Number of the *Community Planning Review*. Membership (\$3.00 per year) entitles you to four issues of the *Review* and six issues of the *News* per year.

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Canada's suddenly-realized need for planning in these days of rapid growth has resulted in the importation of many young planners from abroad — almost entirely from the United Kingdom. Besides influencing our planning organization and planning practice, they are contributing in no small way to the discussion of planning education. The author of this article, Norman Pearson, is a 1951 graduate of the University of Durham's Department of Town and Country Planning. Since the Durham course is a five-year integrated professional planning course and therefore based upon a different concept from that followed in the Canadian planning schools, we have asked Mr. Pearson to explain the Durham concept and, if he wished, to discuss its applicability to the Canadian environment.

EDUCATION FOR LAND PLANNING

by **Norman Pearson**

Recently, and with astonishing speed which only points to the rate at which problems are growing, the concept of planning has grown from one limited to civic design so that it now embraces the far wider problems of the right use of land. This involves a much wider range of study in training the planner than has previously been considered necessary, and makes correspondingly increased demands on the planner.

Perhaps the key to the understanding of land planning, and thus to the understanding of planning education, is that it can never be wedded to any single interest or specialism. The reason is that its object must be to encourage all uses of land which are essential to society for its functioning, while at the same time according to each use its proper preference in any given situation. To meet this new conception of planning, various experiments in educating people for the profession are being tried.

In current discussions on this topic, most of the post-graduate courses existing in Canada, the U.S.A. and Great Britain have been described in detail, and their claims to consideration have been given reasonable prominence. It is therefore puzzling that so little attention has been given to the education of planners in a specially designed course which is not of the post-graduate type. The pioneer experiment in undergraduate study for an honours degree in town and country planning was in the University of Durham. To meet the need for a wider range of study of planning, the degree course was begun in 1945, when the first Chair of Town and Country Planning in the Commonwealth was established. This course covers a five-year period. Within the last three years, the University of Manchester has set up a similar course, and others have been projected. These developments suggest that land planning is not merely the specialized appendage of a number of so-called "basic professions", but is quite plainly a separate profession in its own right, with distinctive techniques and a readily apparent discipline.

Education For What?

The feature which distinguishes land planning and calls for special training, is that chief function of resolving land-use conflicts, which unites people working in a number of allied fields. Planning is simply an instrument

by which to ensure that the best use is made of the available land in the interests of the community as a whole. A plan is only a detailed statement of how any given objective may be attained, and from this the process of planning consists of resolving the elements of each problem, and then of re-assembling these in the form of related procedures which may be programs for action.

Since this involves dealing with the forces of change in society it is of the greatest importance that the planner be able to understand the nature of the forces involved; planning is not a matter of designing an ideal set of surroundings without regard for time, resources and human frailty, but of surveying complex problems deeply rooted in society, and of reconciling interests which seem often to be incompatible.

What Kind of Planner?

Bearing this in mind, it is clear that the planner is not just a co-ordinating agent, who balances the reports of a heterogeneous collection of specialist advisors, and attempts to synthesise their views. Though this is part of his role, it is one which could be done (albeit less efficiently) by a non-technical administrator. The distinction is that the planner is in a position to make a major and original contribution by virtue of his detailed and specialized knowledge of land uses, their needs and inter-relationships, and their socio-economic consequences. Like his understanding of current building techniques, his appreciation of aesthetics, and his regard for the processes of land development, this is knowledge which is not possessed by the normal type of administrator.

We are therefore confronted with the need to train people who can accomplish the fourfold tasks of the planner, which can be set out as (a) clarifying and defining objectives; (b) evaluating the variables in any situation; (c) setting up, either in recommendations, paper plans, models or similar form, means for securing the goal; (d) working out the implementation of these schemes.

The Need For Undergraduate Training

Why should a land planner be obliged to overcome the specialist bias of a previous professional training? The land planner, like the good administrator needs three

basic skills which have been effectively described recently by Robert L. Katz in the *Harvard Business Review* as "technical, human, and conceptual" skills. For the land planner, perhaps this order should be reversed, since without the appreciation of activities as a whole in general terms (conceptual skill) the planner cannot effectively deal with situations and thus with people (human skill) or with environmental problems (technical skill). He should have also tempered philosophies and convictions, and it behoves him to approach his task with humility and recognise that at best he is making a series of random experiments in a largely unknown field.

These conditions were well understood by two bodies which presented evidence to the Schuster Committee in Great Britain on the desired qualifications of planners (*Report of the Committee on Qualifications of Planners, His Majesty's Stationery Office, London, 1950*). The County Council Association felt that professional training conceived at the outset for the purposes of land planning would probably "tend to produce a planner whose professional competence is of rather wider range than that of the planner who begins in a specialist profession and subsequently uses it as the basis for further specialization in planning".

The Need For University Training

For many years now the Town Planning Institute in Great Britain has made it possible through its Intermediate and Final Examinations for a person to qualify solely in land planning. Recently, in view of the increasing need for land planners, syllabus revisions have been undertaken by the T.P.I. Material of geographic, geological, economic and sociological content has been added to the burden, and thus even if only by the volume and complexity of studies recommended to intending land planners, the growing scope of the work of the profession has been recognised.

The very nature of these changes, and the intensive character of most post-graduate courses in planning (as an example: the proposed one-year diploma course in town planning at the University of Toronto involves, in that brief period of academic life, studying urban design, urban engineering, law, political economy, sociology and geography) suggest that any would-be planner should, whenever possible, have recourse to instruction at a university where he can receive tuition in various related subjects by experts in the particular field as well as by a continuous discipline over a five-year period in the main body of planning knowledge. As Professor J. S. Allen, head of the Durham course, has stated:

"It is only by bringing instruction in land planning to full university status that the subject can effectively progress beyond the inevitable limitations of part-time courses or of 'post-graduate' courses of necessarily limited duration and content. Indeed it is not too much to say that in a large measure the future welfare of the profession as a whole and of its institute depends on the successful growth of university education in land planning and the consequent recognition of the vocation as a profession in its own right." (*Town and Country Planning*, U.K., February 1954 issue, p. 117.)

This point was fully appreciated by the National Housing and Town Planning Council, for in evidence to

the Schuster Committee they stated that: "in devoting himself to his own subject the young planner should refrain from spending years in any single allied profession: he should concentrate upon those functions of all the allied professions which particularly concern him in order to achieve successful correlation and unity in his work." It is the business of the university to encourage that correlation and unity of which the Council speaks.

The Framework of a University Course

Planning as a new profession, separate and distinct in both theory and practice, has arisen as a result of the increasing complexity of our environment, and the need for new controls over its development. There are probably two essential reactions to consider: the first is man modifying his surroundings; the second is man's environment conditioning his actions. From this we derive a complex interaction of the two, and the need to survey this and its results, and to understand why planning is a form of self-consciousness in the development of society. From considering theories of social development the planner must also move to considerations of the design of landscape, changes in which will be the visible results of his endeavours.

It was the French sociologist Le Play, and later the brilliant Patrick Geddes who adopted the triad FOLK-WORK-PLACE to express this complex background to land planning, and who coined the axiom "survey before plan" as a warning note. With alacrity we have equated the symbols of the triad with, respectively, the disciplines of sociology, economics, and geography on one level, and with the techniques and arts of architecture, engineering, and surveying on another level. But in the stages of projection and guidance which are parts of the planning process, other needs are clear. Statistics will be used, geological principles must be understood, and questions of soil classification and agricultural values are likely to arise. Surely also our land planner must be acquainted with the elements of valuation, cartography, and public administration, to select a few topics? And if he is to avoid the accusation that he is a jack-of-all-trades, a firm thread of practical work using actual sites and everyday problems, and a strong injection of the theory and practice of planning? Again, lest he be a barbarian, let him study the history of the subject, and be assured of at least one modern language to prove the liberality of his education! Whatever the forces which have moulded the syllabus of the degree course in land planning, it is evident that planning is still a subject wide enough to allow fairly broad variations in the details of the forms of instruction to be embraced in a five-year course *provided that the various studies are built around a main core of instruction in planning techniques.*

The Syllabus at Durham

An examination of the changes which have taken place in the syllabus of the Durham course will show how such variations can be effected without detracting from the general aim of the course. The first syllabus, which has now been considerably altered, is similar to the system adopted at the Manchester school when this was later established. Its experimental nature is apparent from the arrangement of the subjects, and from certain of the conditions established. The original syllabus was as follows:

First Year

History of town and country planning to 1850
Principles of human geography
Cartography
Applied geology
Theory of architecture
Surveying I
Pure mathematics
French or other modern language
Practical work

Second Year

History of town and country planning from 1850 to the present day
History of landscape design and garden planning
Regional geography
Principles of architectural planning
Elements of agriculture
Principles of valuation
Surveying
Practical work

Third Year

Theory of planning I
Landscape design
Principles of civic design
Public works engineering I
Central and local government organization
Public administration
Practical work

Fourth Year

Sociology
Outlines of economic organization
Statistics
Theory and practice of planning II
Planning law
Public works engineering II
Practical work

Practical work would include a minimum of 12 weeks of practical experience in a planning office, normally undertaken in vacations.

Final Year

Public utilities
Professional practice
Thesis
Practical work in addition to that needed to illustrate the thesis.

After a five year period, it was felt that the subjects could be arranged in a more effective sequence, and after a thorough review of possibilities and their various advantages, a new syllabus came into operation in 1953. Now it is safe to say that not only has the teething stage been passed satisfactorily, but the course has now acquired its second teeth, as the advantages of the new syllabus are proved.

The New Syllabus at Durham

The main difference in the new syllabus can be briefly set out. Statistics and Economic Organisation, previously in the fourth year of the course (together) have been brought forward respectively to the second and third years, and have been reinforced by a fairly stiff course of elements of economic theory in the first year,

in the shape of 3 extra lectures and 1 seminar weekly. Likewise, in the fifth year a measure of choice has been incorporated enabling the student to follow advanced studies in either regional planning, urban planning, or rural planning — the choice probably being determined by the nature of the subject on which the student elects to prepare his final year thesis and illustrative practical work.

At this stage of the development of planning education the universities must be prepared at intervals to make any changes in the curriculum which may be desirable in the light of experience. Obviously, desirable changes may not always be possible in the face of considerable administrative difficulties. From articles which have appeared in British planning journals, it is fairly clear that the Manchester degree course is having teething troubles somewhat similar to those which the Durham course has already passed through.

Success of the Course

Nearly four years have elapsed since the first graduates with an honours degree in land planning went down from Durham, and at the present time there are about 40 Durham graduates spread throughout Great Britain and further afield, including Canada, Egypt, and the West Indies, in many different planning posts. To quote again from Professor Allen:

"As time goes on the numbers of those owing undivided allegiance to the profession of land planning and to the one professional institution will grow, and by virtue of this undivided allegiance the profession will derive greater strength and greater potentialities for development — far beyond its present somewhat circumscribed limits."

Relevance For Canada

How does all this affect Canada? In the decade since the end of the war, Canada has attained a new and strategic economic position, which gives her great opportunities and calls for a new maturity and responsibility. Though she is vast in area, the second largest country in the world, and though she has immense potential, it is ironic that in the development of her environment her position is similar to that of the much older and less powerful European lands. Now an industrial power, Canada needs external markets, and to retain her place in an increasingly competitive world must maintain an efficient setting for industry.

Canada too has the problem of shortages. With a limited population and a status out of all proportion to it, she must be acutely aware of the need to ensure an advantageous distribution of that population. Of her vast land area, little (about 7%) is occupied and still less (about 4%) improved; much of the land is near the margin of habitability, and in that which is occupied there will very shortly be the fiercest competition between land uses.

In this situation there has been a spate of urban growth and industrial development. Since 1945, about 800,000 new dwelling units have been built, and about 2,300 new industrial plants set up. Thus a whole host of demands for land have been made as urbanisation has increased to 60% of the total population. It is the tragedy of Canada that this immense growth is taking place with great waste of land resources at a time when society has

evolved no mechanism by which a trained intelligence can help control such matters which vitally affect the public weal.

If it be thought that this necessarily generalized summary of trends is out of place in a discussion of the academic advantages of training land planners, it must be said that this is the sort of situation which calls for the special skills of the land planner. So we see that, in Canada as in the complex environment of Britain, there is great need and urgency for planning. Where such new conditions exist, it is natural to adopt means to supply a series of courses of limited duration, which graft

planning on to an established professional or specialist base to supply the immediate need. Later, the need for "pure" planners — though we use the term diffidently — arises, and the sort of undergraduate course offered at Durham and other Universities will almost certainly be needed in this country. It is in the belief that there will in the not too distant future be a need for such training, and for a new profession of land planning, that the background and syllabus of the Durham course have been described. In such a controversial field this must necessarily be only one man's view, to cause discussion of this vital topic.

The Universities and Community Planning

"Within a University any teaching and research in the field of community planning must . . . call upon the interests of many different faculties. This has particularly proved to be the case at McGill and the University of British Columbia where research work has been conducted through the cooperation of staff from the faculties of architecture, geography, political science, economics and social work. A mutual interest in the objectives of community planning has been discovered. This is the common territory for the Arts and Sciences, for engineers and philosophers, for social scientists and designers. For all are ultimately concerned with the way in which the material resources of Canada can enrich our spiritual life.

"It has been said that Universities are threatened by the demand for more and more specialised technical and professional training. Some educationalists deplore the multiplication of technical courses and the pressure exerted on a University to abdicate from its position as a seat of higher learning on which the humanities are enthroned. It is true that a course in community planning is yet another segment of professional training. But it is peculiar in that its effect is to link other faculties together rather than to separate from them. This is surely a healthy influence. Engineering and architecture must join with the social sciences and arts in bringing a new humanism into our bleak and mechanised industrial cities."

From *"The Universities and Community Planning,"* by Humphrey Carver, *Community Planning Review*, Volume IV, 1954.

Gordon Stephenson to Toronto

Like President Sydney Smith himself, many Canadians were "delighted and surprised" that the University of Toronto got Professor Gordon Stephenson to head its Town and Regional Planning Division.

The new Division, established in the University's School of Architecture, will fill an urgent need in the province of Ontario and, under the able leadership which is now in prospect, it will do much for planning and planning education throughout Canada. The development of courses in planning is more than a contribution to the physical lay-out of our communities; for it is through such courses that many of the technical skills and creative talents of the University are merged for the solution of our everyday problems of living together.

Mr. Stephenson comes to this challenging field with wide experience as an architect, planner, planning professor and planning editor. He took his degree in architecture in 1930 at the University of Liverpool and spent

two years in Paris at the British Institute and the University of Paris. In 1936-38 he studied at the Massachusetts Institute of Technology as a Commonwealth Fellow, taking his Master's degree.

Mr. Stephenson was a senior research officer in Lord Reith's reconstruction agency which became the Ministry of Town and Country Planning. He assisted Sir Patrick Abercrombie on the Greater Plan of London in 1943-44 and was one of the principal authors of the New Town Act and the Town and Country Planning Act (1947). Since 1948 he has been Lever Professor of Civic Design at the University of Liverpool and Editor of *The Town Planning Review* published at that University.

For the past two years, Professor Stephenson has been consultant to the Government of Western Australia in preparing regional plans for the Metropolitan area of Perth and Fremantle.

Mr. Lash is a geographer-turned-planner-turned-administrator presiding over one of Canada's boldest efforts to develop a system of technical planning assistance from the provincial and regional level. He is Director of Town and Rural Planning of the Province of Alberta. His last contribution to the NEWS was "Planning Administration in Small Towns: The Alberta Experience" (No. 5 of 1954).

ZONING AS YOU GO

by H. N. Lash

When a municipal government undertakes to plan its future development, in the traditional way of going about it there occurs a painful and often protracted period during which haphazard development proceeds its merry way at the same time as the plan is being prepared. Indeed, it has often happened that development takes place as fast as the plan is fashioned, but not in accordance with it; the planner can never get far enough ahead of the carpenter, and no plan is ever put into operation.

Even when this does not happen, there is still a danger. A new zoning by-law brought before a municipal administration, perhaps after years of study and revision to keep it up to date, is apt to be a frightening document. Probably it will be weighty with new and locally untested requirements. Many property owners will be alarmed, as well as prospective builders and contractors; at the public hearings there may be such an array of protests and petitions that the municipal council is persuaded to hoist the measure. The vested interests retire in triumph and the planner is retired.

Sometimes, however, the plan is put into effect, with or without protest. Even then, the best plan will meet with many difficulties. A comprehensive zoning by-law, suddenly transformed from a theoretical exercise to a working document, is likely to exhibit unforeseen loopholes, quirks, and complications when theory meets the test of practice. A brand-new by-law is commonly subjected to a series of amendments, patches, and alterations almost immediately after its passage, and each patch brings with it argument, frustration, confusion, and a great deal of bother and delay in putting the required amendment into effect.

Here in Alberta we claim to have found a way around these hazards to good planning which occur during the interim period of plan preparation. We did not originate the idea, but we have tested it in practice, in several different forms, in many municipalities of different sizes and problems, and we have found that it works. Not only does it work; it is publicly accepted and recognized as a valid form of planning control.

This is how the idea of interim development control is described in the Alberta legislation: "Control shall be exercised over the development within the municipality . . . on the basis of the merits of each individual application for permission to develop, having regard to the proposed development conforming with the general plan being prepared."

This is the heart of the deceptively simple concept which Bland and Spence-Sales put forward in 1949 in their report to the City of Edmonton on what was required for a successful planning administration in that City. It was first applied in Edmonton, and its practice in that city has been extensively reported by the C.P.A.C.¹; but it is not commonly realized that the same concept has been somewhat differently but equally successfully applied in Calgary, and still differently in several towns and rural municipalities in the province. It is even in effect in three improvement districts where there is no elected local government; and it is this type of control which governs development in the new oil-centered town of Drayton Valley.

While the concept is simple, the carrying out of the control itself is more complicated. The municipality receives its authority to exercise the control from the Minister, who makes an order setting out the powers to be exercised and the procedures to be followed. The order comes into effect when the municipality passes a by-law adopting it; at the same time, any existing zoning by-law is automatically suspended.

From this point on, any person wishing to build, or to use land or buildings for new purposes or to an increased intensity, must obtain a development permit. His application for a permit is considered by the Council's development officer or by an Interim Development Board appointed by the Council, and granted or not according to what is proposed to be included in the general plan and eventual new zoning by-law. If not satisfied with the decision, the applicant

¹ *Interim Development*, by Brahm Wiesman, COMMUNITY PLANNING REVIEW, Volume III, No. 1, May 1953, and *Edmonton . . . Since 1950*, by Noel Dant, Volume IV, 1954.

may appeal first to a local appeal board, and secondly to the Provincial Planning Advisory Board. In addition to the applicant's rights of appeal, however, any person who may be affected by the granting of a permit has certain rights, and in some cases he also may take an appeal as far as the Provincial Planning Advisory Board in opposition to a permit which the local authority wishes to grant.

There are further complications too, from the local authority's point of view. A register of applications, decisions and appeals must be kept; notices to objectors and posting of property where development is proposed must be seen to; maps of permitted development have to be kept, and a body of regulations and rules of general application must be built up on the basis of decisions rendered in individual cases.

Obviously interim development control is essentially different from control of development by zoning. Basically, interim control is organized around procedures, while zoning is organized around a series of fixed regulations and fixed zoning districts. Under zoning, a builder can be pretty sure of what he can build and where and how he can build it. Under interim control, he is only sure of the fact that he must obtain a permit, and of the sometimes comforting fact that he has generous rights of appeal if he cannot at first obtain a permit.

In actual practice, however, the picture of what can and cannot be done in any individual case is much more definite than this bare outline would lead you to suppose. Most municipalities adopt some kind of zoning guide at the same time as they adopt their interim control by-law. Often this starting point is the suspended zoning by-law; in other cases a skeleton zoning map and accompanying regulations are drawn up in form of an "Interim Zoning Guide." These maps and regulations are similar to zoning maps and zoning regulations in context, but their application is different. The municipality is not obliged to issue a permit even though a proposed development would appear to conform with the provisions of the Guide; it can use the occasion of the application to change its maps and regulations, or add to them, and refuse the application. It can act in similar fashion when a proposed development is desirable but does not conform with the Guide, and grant the application. Most of these changes can be made effective in a matter of days, a considerable boon to developers.

The advantages of interim development control are many. It easily overcomes the first difficulty with zoning by-laws, that of getting them into effect quickly. Because the zones and regulations do not have to be described in the legal document itself, it is only necessary to draft the proper procedural orders and by-laws and have the municipal machinery ready to cope with a flood of applications for permits, and the control is ready to put into effect. In the case

of the Drayton Valley area (which had the advantage of being directly under the Minister for administration purposes), this preliminary work was done in less than a week, and the control itself came into effect shortly thereafter when the required public hearings had been held. Other municipalities have been able to act almost as quickly.

Even more important is the fact that new policies on zoning can be introduced gradually, over a considerable period of time. There is no abrupt transition from the requirements of an outmoded by-law to a completely new and different one, and there is no shocking public reaction. Even though there is plenty of argument and controversy during the interim period, the new zoning by-law, when it is ready, slips into being as law easily and naturally, and the people find that it contains no more than what they have gradually become accustomed to over several years.

Most important of all, interim development control removes the planning process from a vacuum, and throws it into the pressures and complications of everyday development. Through the appeal machinery, public reaction to zoning changes and new regulations is readily assessed. Such reactions have more point because in each case a specific proposal, an actual application to develop, is there to be argued about rather than the generality of possible eventualities. Builders, too, find that the plan can keep up with the fastest growth of the city or of new building practices. They are no longer forced to sit and watch the short northern building season glide by while the mechanism of zoning by-law amendment clanks its way along.

Although interim control was originally devised as a way of getting over the difficulties posed by the interim period, it has also produced an unexpected dividend. It has been the chief means of achieving public participation in forming the plan, of ensuring that the plan meets the needs of the people as well as those of the local authority. This happens because, as each application for development is considered, both points of view are expressed: that of the planner, and that of the people concerned. And it is at this juncture that the plan becomes fixed, with its concrete expression given in the decision rendered.

The benefits which interim development control have conferred on planning in Alberta are very real and very precious. The successful implementation of planning in the province's two major cities during the last decade of extremely rapid growth could hardly have occurred without it. Nevertheless it would be well to realize that there are some disadvantages to the system.

In the first place, it is not as simple an administrative device as a zoning by-law, despite its greater flexibility. The two levels of appeal alone make for

staggering amounts of paper work. A good sized city requires a whole extra branch in its planning department to handle the applications, and there is some danger that the planning staff will be so loaded with administrative detail that it will be unable to get on with its basic research and preparation of the plan. Smaller centres and rural municipalities are not often sufficiently staffed, even clerically, to carry out the required procedures properly. These municipalities also need the constant attention of a professional planner, if applications are to be considered in the light of planning criteria. Otherwise the general plan being prepared may fade away, with only an arbitrary control remaining. Finally, the local authority may be tempted to remain under interim development

control indefinitely, perpetuating the interim period because it is easier to do so than to get down to brass tacks and adopt a plan. There is a school of thought which considers, in the light of our experience, that interim control should become perpetual control, and that both public authority and private enterprise have laboured too long under the yoke of traditional zoning powers.

However that may be, the Alberta experiment with interim development control continues, in many different centres under several variations of the same concept. It has had remarkably good public acceptance, and it has certainly made orderly development a reality for many of Alberta's cities and towns at a time when ordinary zoning could never have done so.

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